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ABSTRACT

This report identifies state initiatives, policies, and programs in the area of adult learning undertaken in 10 selected states during 1979 and 1980. The methodology used to compute the state data is described. Profiles are then provided for the surveyed states: Florida, Iowa, Kansas, Maryland, Nebraska, New York, Rhode Island, South Carolina, Utah, and Wisconsin. Each profile begins with a general description of the state's governance structure and survey respondents' perceptions regarding that structure and its influence on adult education in the state. The feedback on state activities, funding levels, problems/needs and impacts in each of the framework areas of access, efficiency, and quality is summarized. The funding information summarizes as much data as were provided from questionnaires and the analysis of legislation concerning the actual investments for the promotion or provision of adult learning. Each profile ends with a summary of major points. A 10-state review of legislation passed during the 1978-80 legislative sessions concludes the report. The 280 bills are discussed in six categories of legislative action: licensure and oversight of professions, education and training needs of special populations, finance and administration of state postsecondary education institutions, capital expenditures, governance bodies, and other. (YLB)

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Lifelong Learning Project

EDUCATION IMPROVEMENT CENTER
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1860 Lincoln Street, Suite 300
Denver, Colorado 80295

STATE POLICIES AND PROGRAMS IN SUPPORT OF ADULT LEARNING: A SURVEY OF SELECTED STATES

by Linda West Bing

July 1982

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ENHANCING THE STATE ROLES IN LIFELONG LEARNING

The phrase "lifelong learning" expresses an ideal in which Americans of all ages, throughout their lifetimes, could move easily in and out of learning opportunities that help them acquire the knowledge and develop the coping skills so essential to independent living in our complex, highly technological society. Each year, millions of adults pursue this goal by enrolling as full- or part-time students on college or vocational school campuses, attending seminars and workshops at various sites within their communities, participating in training programs at their places of employment, taking television courses, engaging in independent reading and study projects, and signing up for correspondence courses.

Because the states have the constitutional responsibility for planning and delivering education services, the W. K. Kellogg Foundation has awarded a three-year grant to the Education Commission of the States (ECS) to facilitate planning and policy development activities in this area. That grant supports the ECS Project on Enhancing the State Roles in Lifelong Learning, which works with state education leaders in California, Colorado, Illinois, Kansas, New York and Ohio, as they plan for the extension of adult learning services. Twenty-seven other "associate" states with the project have representatives on a national technical task force (TTF), in which forum the states exchange information and experiences regarding their activities on behalf of adult learners.

This paper is one of a series of project materials that draw upon the experiences of the project states in clarifying the roles that states might play in this critical area. Feedback regarding the usefulness of this publication, as well as requests for additional copies, should be addressed to the Education Programs Division, Education Commission of the States, 1860 Lincoln Street, Suite 300, Denver, Colorado 80295.

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And, of course, special thanks to my colleagues at ECS for their careful review and recommendations regarding the early drafts of this report.

Linda West Bing

EXECUTIVE SUMMARY

The education of adults has historically been a relatively low priority item among policy makers in this country. Efforts to give the education and training of adults greater emphasis have been credited to institutional initiatives, the federal government and private industry, which commit billions of dollars each year to human resource development activities. Often overlooked or underestimated is the state's role in the support of adult learning opportunities. The states have often been viewed as mere conduits for federally-funded initiatives in this area, rather than the initiators or prime supporters of adult learning activities.

This report identifies a range of state initiatives, policies and programs in the area of adult learning that were undertaken in 10 selected states during 1979 and 1980. While the 10 states profiled here vary in the level of adult education activity they support, through legislation, the exercise of policy options or the actual conduct of programs, they do support the education of adults. Furthermore, states such as Florida and Wisconsin have a long-standing commitment to the education of adults. The relatively recent national move toward decentralized government may well result in states taking on greater responsibility for adult learning. Depending on their sociopolitical character, some states might relish the prospect of more direct involvement, while others might view such involvement as contrary to the best of free market principles.

This 10-state study examined, through legislation, telephone

interviews and survey questionnaire data, state policies and practices that support adult learning in three categories: access, efficiency and quality/effectiveness. It should be noted that the involvement of the states in both the direct and indirect support of adult learning, through a wide variety of state and local institutions and agencies, is so extensive that even our solicitation of data from a variety of state officials does not reveal the full extent of state involvement in this area. Hence, the information presented in this report, while extensive, is far from exhaustive.

Access

In the area of access, state practices and policies were varied, though all states surveyed do, to some degree, address insured access to education opportunities for adults. Strong advocates of insured access for adults included Florida, Rhode Island and Utah. The purpose of Florida's 1981 Adult General Education Act is to enable all adults to acquire the basic skills necessary to function effectively in society. The Rhode Island constitution provides for education for all citizens without regard to age, while the 1979 Utah master plan for postsecondary education specifically bars discrimination against adult full- or part-time students.

Despite such clearly advocative policies, inadequate financial aid for adult students was recognized by many respondents as the major impediment to fully serving the adult learner. Iowa requires at least half-time enrollment for adult financial aid. South Carolina requires adults to be full-time

students, and Florida and Maryland were the only two states in our sample that fund noncredit learning for adults. Impending federal budget cuts were expected to further widen the disparity between policy and reality.

Access to adult learning opportunities for special populations is often inadvertently addressed through legislation. Bills passed during the 1979 and 1980 state sessions focused or education/training for displaced homemakers, National Guard members, the unemployed, seniors 60 years and over, native American Indians, and handicapped persons. Typical of these measures was Utah Senate Bill 242, passed in 1979, which increased National Guard scholarships from 50 percent to full tuition.

Respondents from eight of the 10 states reported being very active in promoting adult learning through public awareness campaigns and through state support of distance learning technologies. Maryland supports a "college of the air" open university program, conducted by the University of Maryland and modeled after the British Open University. New York reports the use of cable programs to teach adults in need of high school diplomas. This last program is expected to result in considerable savings, cutting costs from $89.00 per diploma to approximately $46.00 per diploma. Florida reports that over two-thirds of the state's community colleges participate in a statewide television consortium, offering both credit and noncredit courses. Iowa and Kansas routinely make use of television and radio spots to promote adult learning, while some South Carolina school districts employ recruiters to reach potential adult learners. A series of

statewide forums recently held by the New York State Education Department's Office of Adult Learning Services stands out as an exemplary model for engaging the public in dialogue and support for adult learning. Using this method, Goals for Adult Learning Services in New York State, recently adopted by the regents, had input from 500 community leaders across the state.

Despite the diversity of programs and policies states pursue in this area, there was considerable commonality among the states insofar as the problems they reported that threaten their efforts to extend adult learner access. The most often cited barriers to access in the 10 states were financial aid for part-time adult students, and the lack of programs for the special and varied needs of adults.

Efficiency

All surveyed states reported varying levels of activity being carried out in an effort to plan for and insure the coordinated efficient delivery of services to adult learners. The Utah master plan for postsecondary education includes, among its recommendations, several meetings each year for deans, directors and academic vice presidents for continuing education to insure top administrative institutional support and understanding of plans and policies.

Articulation among institutional and noninstitutional providers was also cited as a measure of insuring efficiency. One entire section of the Utah master plan, "Collaboration and Resource Sharing," outlines a program of articulation and coordination of adult programs offered by the institutions with

those offered by public schools and other organizations. In South Carolina, state vocational/technical entities have joined forces. During the past five years, they have sponsored regional meetings to promote articulation and monitored the progress of states' 51 vocational centers toward that goal. Several of the states surveyed report coordination and articulation efforts strongest at the local and institutional levels.

While the education governance structure of each state is a significant factor in how much authority the state wields in planning and coordination for adult learning, that structure by no means dictates either the level or locus of such planning and coordination. States with strong central governing bodies, such as Florida, New York and Wisconsin, still rely on regional and district councils for planning and monitoring adult learning activity. Florida's Community Instructional Services Program determines local community needs and receives funding from the state legislature to have those needs met through instructional programs offered by local institutions. Iowa, which has no statutory state-level coordinating or governing agency, has its postsecondary education opportunities coordinated by the Iowa Coordinating Council for Post High School Education. This council wields a great deal of authority based solely on the voluntary support of its member institutions and agencies.

State efforts to encourage the efficient use of state facilities were also identified through questionnaire responses. In Florida, the 1981 General Appropriations Act made available $200,000 for community facility planning grants. Public

education, community or government units are thus being encouraged to develop joint use facility programs, a phenomena expected to be replicated across the country as dwindling resources force institutions to work together toward common goals.

Quality

The examination of state efforts to assure the quality of adult learning programs and services focused on three areas -- state support of professional development opportunities for those who serve adult learners, adult guidance and information services, and research, innovative programs, assessments or dissemination activities designed to improve the delivery of services to the adult learner.

Among the 10 surveyed states, no two states handled their responsibilities in quite the same way or at the same level. In general, state support consisted of sponsoring adult or continuing educators' workshops, conferences or training programs. One of the most comprehensive, clearly advocative policy statements on behalf of adult learners, the Utah master plan, failed to address the issue of professional development opportunities for those who serve adult learners. In Florida, statutes require school boards to maintain inservice training programs for all education personnel, including adult educators; while in Iowa, the voluntary Iowa Coordinating Committee on Continuing Education has been one of the major sponsors of adult educator professional development opportunities.

Two of those states surveyed report legislative measures designed to assure and maintain standards of program and

professional practices quality. The New York State Education Department has proposed legislation to impose quality control checks on community-based organizations; and Iowa, with its legislatively-mandated continuing education for 28 professions, encourages collaboration between various professional associations and institutions. Nonlegislative state efforts to assure program quality include state-established accountability standards, under which all Florida community colleges operate.

State support for adult information and guidance services was one area respondents cited as targeted for serious curtailment, as a result of federal budget cutbacks. A good deal of the activity in this area relied heavily on Title I, Higher Education Act (HEA) monies, though New York and South Carolina reported the use of some private foundation support. Kansas' very sophisticated First Line, a call-in statewide WATS information service funded at about $45,000 by the board of regents, represents a sizable state commitment to information services that was the exception, rather than rule, among the 10 states.

With regard to federal budget cuts, respondents turned in mixed appraisals of the future prospects for adult learners in their states. Perhaps not surprisingly, respondents felt their states would continue to serve adult learners, but on a decreased scale, which may result in fewer services for those most in need. A few respondents felt a user fee for adult education services would be considered. With user fees, some users would subsidize services to other users who are unable to pay.

Legislation

A 10-state review of legislation passed during the 1979-1980 legislative sessions identified some 280 legislative bills with potential impact for adult learners. Admittedly, the link between legislation passed and the impact for adult learners is largely inferential, but nevertheless valid.

Legislative concerns cut across the board addressing issues of access, efficiency and quality. Most of this legislation (46 percent) dealt with the oversight of professional practices. The finance and administration of those institutions that serve adult learners was the focus of 27 percent of the legislation, while service to special adult populations was the subject of 11 percent of the bills.

Clearly, the legislation, policies and practices identified here testify to a rich state investment in serving adults; one that many states may be asked to sustain and indeed nourish as they face the major challenge of the Eighties -- managing with less, hoping to accomplish more.

I. INTRODUCTION

The phrase "lifelong learning" expresses an ideal in which Americans of all ages, throughout their lifetimes, would be able to move easily in and out of learning opportunities that are affordable, effectively presented, tailored to their education needs and interests, and offered at a convenient time and place.

In this complex, highly technological age, people need continuous access to learning opportunities, if they are to acquire the knowledge and develop the coping skills that will help them lead secure and independent lives. The range of adult learning experiences, be they formal or informal, for academic credit or not for credit, is vast. Each year, millions of Americans beyond the age of compulsory school attendance enroll as full- or part-time students on college or vocational school campuses; attend seminars and workshops in libraries, museums and church basements; enroll in training programs at their places of employment; take television courses on subjects of interest; engage in independent reading and study projects; and sign up for correspondence courses.

Estimates of the number of adults in this vast market of learners vary, depending upon which types of learning are being tabulated, but the National Center for Education Statistics (NCES) counts at least 58 million adult Americans who take part in organized learning activities at critical periods in their lives (Dearma and Plisko, 1979).

The states have the primary responsibility for the planning

and delivery of education services. Many aspects of adult learning are of particular interest to state education leaders who seek to formulate policies that are responsive to the learning needs of their citizens of all ages.

Purpose of the Report

State Policies and Programs in Support of Adult Learning: A Survey of Selected States examines publicly-funded activities in support of adult learning in 10 states. The goal of the report is to describe what a number of states are doing to facilitate learning by adults, identify the levels of funding that are being committed to those efforts and reveal the practical problems that states face in the conduct of these activities, and provide evidence on the impact of these activities upon adult learning. While a great deal of adult learning activity is privately sponsored, this report is confined to identifying the ways in which states influence the availability of adult learning opportunities through the direct or indirect commitment of public resources.

Ten states -- Florida, Iowa, Kansas, Maryland, Nebraska, New York, Rhode Island, South Carolina, Utah and Wisconsin -- provided information for this report. These states differ by size, geographic distribution and state education governance structure; and thus provide a range of contexts within which to describe public policies and programs that support lifelong learning.

Compilation of the State Data

The factual data in this report were collected by three

means: 1) questionnaires, 2) telephone interviews of persons included in the survey population, and 3) analyses of state legislation enacted during 1979 and 1980.

A 10-page questionnaire was mailed to a variety of selected state agency heads and campus leaders in each state surveyed. The selection of the persons surveyed reveals that lifelong learning does not fit neatly and entirely into the responsibilities of any single state agency. Adult learning takes place in a myriad of settings (Peterson, 1979), for a variety of reasons (Cross, 1979; Aslanian, 1980), and is provided or affected by a wide range of providers and policy makers.

The persons surveyed included adult education directors; continuing education specialists in the state postsecondary coordinating agencies; legislative staff; representatives from state agencies charged with the administration of community colleges, vocational/technical education and economic development; representatives of state advisory councils on adult education; representatives of the adult education associations; and representative deans of continuing education from public institutions within states.

Furthermore, while collecting information about publicly-funded adult learning activities was primary, the survey audience was not limited to adult education staff and officials. Included were other officials in state education agencies, public officials whose agencies are not primarily concerned with the delivery of education services per se, and selected "others" who were qualified to comment upon adult learning issues and needs in

each of the states. Not all of the identified positions existed in each of the 10 states; and, in several instances, one survey respondent could have provided more than one perspective (when the dean of continuing education was also the state adult education association representative). In several instances, different individuals in a single agency, but with varying job responsibilities and perspectives, were surveyed; and every effort was made to discourage "coalition responses" that reflected an agencywide view, rather than the personal views of individuals. Nevertheless, many coalition responses were received.

In all, 120 questionnaires were mailed and 74 officials (62 percent) responded, either as individuals or after collaboration with as many as four other persons in their states. The number of responses from each state ranged from one (Utah) to nine (Florida). Follow-up telephone interviews were conducted to pursue specific issues further.

Solicitation of feedback from noneducation agencies of state government proved more difficult than anticipated. Survey questionnaires were frequently referred to education agencies; it was only after telephone discussions explaining our intent that many noneducation officials seemed to realize that, because of their staff and client education and training activities, they were indeed qualified to respond. This reality mirrors a tendency among some state education policy makers to be so specialized in their thinking about education that they fail to recognize the magnitude of the public investment in the educational development of our citizens.

Our survey team estimated that, considering the range of direct and indirect state support of adult learning, a truly thorough study in these states could have consumed two years and involved as many as 50 respondents from each state. Since both time and available resources did not permit such an effort, the team attempted to gather as much exemplary information as possible from a carefully selected audience of respondents. Because of this reality, this report does not claim to reflect every detail of state support for adult learning, even in the limited areas that were the foci of this probe.

Simultaneous with the collection of questionnaire feedback, the staff conducted analyses of published legislation for each of the 10 states. As with the questionnaire, legislative information was collected that pertained to agencies other than those primarily concerned with the planning or delivery of education services. Because of the resulting volume of legislation to be scrutinized, analysis was restricted to legislation enacted during 1979 and 1980.

This legislative overview is reported in a separate chapter, following the profiles of state activity.

II. STATE ACTIVITIES

Most observers agree that the major challenges confronting American educators during the Eighties center on access, efficiency and quality. These three themes underline the conceptual framework for the following profiles for state adult learning policies. Within this framework, lifelong learning issues related to the states' education governance structures, programs, activities and funding are discussed.

In this report, "access" means the opportunity to avail oneself of an offering, and includes such variables as the provision of financial aid for adults or the programs that serve them, the identification and elimination of program or policy barriers to adult participation in education opportunities, the promotion of distance learning technologies that would enlarge the audience of potential adult learners and the conduct of public awareness campaigns designed to encourage adults to continue learning.

"Efficiency" looks at the state's role as planner and coordinator of adult learning services toward insuring the most judicious and cost-effective methods for meeting learning needs.

The term "quality" is interpreted in its broadest sense, taking into consideration professional development opportunities for staff of programs serving adults; relationships between the state, local providers and accrediting bodies; state support of a sound guidance and information program; and the conduct of research, assessments and dissemination efforts.

Profiles of each of the surveyed states begin with a general description of each state's governance structure, and survey respondent perceptions regarding that structure and its influence on adult education in the state. Next, each profile summarizes the feedback on state activities, funding levels, problems/needs and impacts in each of the framework areas of access, efficiency and quality. The information on funding summarizes as much data as were provided from both questionnaires and the analysis of legislation concerning the actual investments of public dollars for the promotion or provision of adult learning. A more in-depth treatment of financing strategies for lifelong learning will be treated in a subsequent project policy paper, Financing Adult Learning: Spotlight on the States.

Each state profile ends with a summary of major points. These are followed by a summary of the 1979 and 1980 legislation with an impact on adult learning. An aggregate picture of state policies and practices concludes the report.

Florida

The Florida State Board of Education is the chief policymaking and coordinating body for public education. It oversees both the state department of education, which is statutorily responsible for budget review and consolidated recommendations for the state's 28 community colleges, and the Florida Board of Regents, which governs nine state senior institutions and is responsible for budget review and consolidated recommendations for them. A postsecondary planning commission,

also named the 1202 commission, advises the state board of education on postsecondary matters.

Respondents clearly see the postsecondary education planning commission as having greatest responsibility for planning and program development for adult learning. Among the groups identified through the questionnaire as potentially influential in bringing the needs of adults to the attention of Florida's policy makers, the governor and the legislature were singled out for special emphasis for establishing and funding citizens' committees to study the education needs of all citizens in the state.

Access

Florida's efforts toward greater access to adult learning for its citizens include CS/HB 701, the Florida Adult General Education Act of 1981; and State Board of Education (SBE) Rules. The purpose of the Florida Adult General Education Act is to enable all adults to acquire basic skills necessary to function effectively in society; and to make available the means for adults to secure training to become more employable, productive and responsible. SBE Rules 6A-6.67 and 6A-14.37, adopted in 1971, call for the establishment of a coordinating council for vocational education, adult general education and community instructional services in each community college district. Additionally, there are several state-level advisory groups and task forces working toward improving the delivery of programs to adults. The commissioner of education has an advisory council on adult and community education, and has also appointed an ad hoc

task force to review the role, scope and organizational structure of adult and community education; and the House Committee on Education K-12 has appointed a resource group to assist it in examining legislative oversight. It is assumed this review will identify barriers to access.

Financial assistance is provided to adult students in several ways. The Florida Education Finance Program (FEFP) provides a cost factor for adult basic and high school students who have not achieved certain basic skills. Those adult basic and high school programs delivered in community colleges are provided for in the formula for funding community colleges. Funding for adult vocational job preparatory and supplemental programs flows through FEFP and the Community College Program Fund, and is determined by formulas that fund public school districts, community colleges, and area vocational/technical schools. Funds to implement the Adult General Education Act are built into the state education department budget requested from the legislature.

Most of Florida's underserved groups of adults lack basic English-speaking skills and adult basic education (ABE). Other specified targets are women and minorities.

The aggressive promotion of distance learning is also taking place. Over two-thirds of the 28 public community colleges are participating in a statewide public television consortium to provide both credit and noncredit courses to adults. Rights to the programs are either bought or leased, and the cost is shared between the department of education and community colleges. The 1981-82 Appropriations Act provides $5,959,862 for instructional

television and public broadcasting, $59,718 for radio reading services for the blind, and $340,000 for instructional television programming. Some community colleges use a Courses By Newspaper Program.

Public awareness campaigns have been conducted by the department of education for quite some time, with a considerable funding base. During 1970 and 1971, the department contracted for $15,000 with a private firm to produce a 10-minute film, radio and television spots, and brochures that were distributed to all local education agencies (LEAs). A second major campaign was conducted in 1977, at a cost of $90,000, for a 28-minute film, billboards, posters and brochures. A third major campaign is being considered for 1982, with an estimated budget from federal funds of $100,000.

Efficiency

Florida relies heavily on advisory committees to improve planning and coordination of adult learning services. In addition to advisory councils mandated by legislation, which include the community instructional services regional councils, the commissioner's ad hoc task force and the house education committee's resource group are looking at ways to improve planning and coordination. It is expected that these advisory groups will be making recommendations that will be considered by both the executive and legislative branches of government. One respondent suggested that one expected recommendation might move all adult education functions into one unit in the department of education.

One important measure of the state's encouragement for

institutions to share resources is the enactment of a law authorizing school districts, community colleges and universities to request funds for building of joint use facilities. The 1981 Appropriations Act provides $200,000 for grants up to $50,000 each for preparing a plan for joint use community civic education, human service facilities. Priority is to be given to cooperative planning between government units and district school boards.

Quality

Several state-supported activities contribute to the professional development of staff in Florida. Florida statutes require school boards to maintain education training programs, approved by the commissioner of education. The state has, for the last couple of years, provided $30,000 for state conferences, adult education teachers and department staff; provides additional support for about 25 persons to attend the regional National Association for Professional and Continuing Adult Education (NAPCAE) conference; and has made almost $200,000 of Adult Education Act (AEA) (demonstration funds) project money available for teacher training through Florida Atlantic University.

The student services section of the department includes an education consultant for vocational and adult guidance. In addition, the department has published a useful manual entitled, Suggested Competencies for Community College Counselors in Florida.

One innovative and successful project being conducted by the state education department is the Florida Community/Junior College

Evaluation and Demonstration Project, involving eight community colleges in computer-assisted preparation for the General Educational Development Tests. This project has a combination of state, federal and private funding.

Summary

Florida combined a strong central governing body and a history of serving adult learners with concrete political leadership (both governor and legislature) to arrive at its present status of a leader in serving adult learners. The level of state commitment is amply demonstrated in the rich diversity of policies, practices and programs geared to the adult learner. The 1981 Florida Adult General Education Act stands out, in a time of fiscal constraints, as a clear intent to continue and increase the state's role in this area.

Iowa

Iowa has no statutory state-level coordinating and/or governing agency for postsecondary education. The Iowa Coordinating Council for Post High School Education is the only statewide entity that seeks to coordinate all postsecondary education in the state. It is a voluntary council, supported by member institutions and agencies, that derives its "authority" purely from the wide range support of its diverse constituent groups.

The Iowa State Board of Regents serves as the statutory governing body for all public senior postsecondary education institutions in the state, encompassing planning, program

approval, coordination and review of institutional budgets, as well as recommendations for a consolidated budget.

The merged area schools, consisting of 13 public community colleges and two vocational/technical schools, are under the jurisdiction of the Iowa State Board of Public Instruction and are governed by locally elected boards of directors. The Iowa State Board of Public Instruction also functions as the state board of vocational education. The Iowa College Aid Commission serves as the state's 1202 commission.

Survey respondents clearly saw the adult education unit of the department of public instruction (DPI) as having the largest share of the responsibility for adult learning. The Iowa Coordinating Committee on Continuing Education (ICCCE), the arm of the Iowa Coordinating Council on Post High School Education that has the responsibility for representing the continuing education sector in Iowa, was seen as the second most responsible entity.

Groups viewed as most influential in bringing the needs of adult learners to the attention of state policy makers were collectively identified in the following rank order: the highest two, being ranked equally, were the state department of public instruction and the adult education professional association. College-level adult educators ranked second, and the state higher education coordinating body (presumably the ICCCE) ranked third.

Access

Iowans point to their merged area school system as the cornerstone of their efforts to reach and serve historically

underserved populations. While the state does not finance these individuals, it does fund the programs (i.e., ABE, General Equivalency Diploma [GED] and English as a Second Language [ESL]) offered them through the merged area schools. A very real concern expressed by several respondents was the impact federal budget cuts would have on these programs.

State promotion of the use of new distance learning technologies centers largely on the Iowa Public Broadcasting Network. Operated by the state department of general services, it offers much credit and noncredit programming. Distance learning is also promoted by individual institutions, and one such offering is the bachelor of liberal studies, available through the regents' universities for persons at a distance from a university. One respondent noted the difficulty "selling" these nontraditional forms of learning to adults.

Iowa offers financial assistance to adult learners through three state programs: 1) the Iowa Guaranteed Student Loan Program, 2) the Iowa Tuition Grant Program, funded through the state, and 3) the Iowa Vocational/Technical Tuition Grant Program, which has equal federal and state funding. To qualify for these programs, the learner must be enrolled at least half-time. According to survey respondents, too often adults do not know these programs are available to them or what the eligibility criteria are. One respondent noted the state also lacks an accurate account of the number of adult students that do receive financial aid. One nonstate-funded financial aid initiative was the result of an innovative partnership between a private service

organization and a public need. In the past, local adults who have needed financial assistance to obtain their GEDs have found help coming from the Clear Lake Jaycees.

Public awareness campaigns in Iowa have been far-reaching and diverse. Aside from efforts routinely conducted by institutions most often focused on their own program offerings, wider efforts are conducted by the state and other statewide entities. The department of public instruction produces a newsletter for adult educators and has produced two slide/sound presentations on adult learning. The federally-funded Iowa Lifelong Learning Project published a newsletter with an estimated circulation of 1400; conducted public relations campaigns for adult education through the effective use of newspapers, radio and television spots; and sponsored many workshops and conferences to promote adult learning across the state. Despite this high level of promotional activity, respondents cited the lack of funds for more promotional work, the heavy reliance on federal funds and the inability to accurately measure the direct impact of these promotional activities as problems.

Efficiency

Two major statewide initiatives have been key state-level planning and coordination. One speaks to the mechanism for delivery of services, the merged area schools program, and the other to a mechanism for management of the delivery of adult learning services.

The merged area schools program originated from a 1965

legislative act that established (or authorized the establishment of) 15 regional community colleges or vocational/technical schools (Peterson, 1979). Under the DPI, merged area schools work through the local elementary/secondary school districts, libraries, churches, service organizations such as the Young Men's/Women's Christian Associations (YM/YWCA), and other local groups and agencies to offer ABE, ESL, GED preparation, vocational supplemental, vocational preparatory, avocational and recreational programs.

The ICCCE is composed of adult and continuing education leaders from all sectors of higher education in Iowa. It meets four times a year to maintain open communication, encourage and establish cooperative efforts in continuing education, encourage maximum utilization of education resources and serve as a forum regarding program innovations. It has task forces active throughout the year, with memberships appropriate to the goal of each task force. Recent task forces have dealt with experiential learning, use of the media in higher education, noncollegiate-sponsored instruction and mandatory continuing education.

The task forces have been especially effective in providing information and active direction in their assigned areas (e.g., screening television courses for public television, workshops, surveys and publications of information). Supported solely by private donations from the individuals and institutions represented, the ICCCE is viewed by many in the state as having made real contributions to the statewide furtherance of adult

learning.

The ICCCE is also given a great deal of credit for encouraging providers of adult learning services to share faculty, facilities and equipment. Despite the wide recognition of its vital role in improving planning and coordination, the lack of operating funds is viewed as a problem, and several respondents note that its voluntary status does not provide the amount of "clout" that a state agency could.

State efforts at fostering the maximum utilization of resources have also been diverse. The state supports a statewide Telenet System (education telephone system), shared by merged area schools and universities, which involves licensing boards and professional associations in the development of appropriate programming. There are many state-supported workshops and conferences, and regularly scheduled meetings designed to encourage sharing of information and resources among adult educators. One respondent cited state initiation of recognition dinners for "partners in education" as a particularly innovative and pleasant state tactic for encouraging providers to share resources.

Quality

Respondents named four entities that have contributed the most to promotion of quality in the provision of adult learning services in Iowa. These are the ICCCE, DPI, Iowa Legislature and the Iowa Lifelong Learning Project. The ICCCE is a major sponsor of statewide professional development offerings for adult

educators. Past conferences have focused on mandatory continuing education, experiential learning and the use of radio/television in higher education. For professional development opportunities for adult educators, the state supplies direct aid to the merged area schools for local staff development needs; for teacher training opportunities for full- and part-time community college staff; and direct support, at least in terms of in-kind contributions, to professional development workshops sponsored by the Iowa Lifelong Learning Project. The requirement of continuing education for 28 licensed professions in Iowa is an important measure of quality of services and training initiated by the Iowa Legislature. Several respondents felt this had led to a closer working relationship between institutional providers and licensing boards, resulting in better quality programs for the adult learner.

For guidance and information services, Iowa, like other states, built its educational information centers (EIC) program on federal Title I funds. With these funds no longer available, several respondents indicated that talks are under way to have the functions of the centers picked up by their host institutions or of having volunteers carry out much more limited functions of the centers. One respondent noted that emphasis has been placed on salvaging some of the high quality publications these centers produced, with an eye toward increasing circulation.

State-conducted dissemination efforts included linking the Iowa Lifelong Learning Project with the Career Information System of Iowa (CISI) to make the approximately 900 delivery points of

CISI across the state available to potential adult learners. In-kind state support for use of staff time and equipment was provided, but no direct state funds.

Assessments in Iowa to determine adult needs are routinely conducted at the local level through the merged area schools. In addition, for the last two years, the state advisory council on education has evaluated of all merged area schools adult basic education and supplementary offerings. The state (DPI) has recently assessed the needs of adult basic education and adult vocational/technical instructors. Assessment results will provide a basis for the design and offering of subsequent state-sponsored professional development workshops. Another notable major state-sponsored survey was the 1977 Iowa College Aid Commission survey of continuing education programs, which resulted in Recommendations for Lifelong Learning in Iowa in the Third Century: A Final Report. Additionally, DPI maintains funds for special staff development and demonstration projects out of the minimum 10 percent set-aside of the adult basic education federal allocation to each state. In 1980, nine projects were funded; among them, an innovative effort designed to develop a recruiting plan based on the community concept. The plan would address such tangential, but crucial, issues of access as the lack of adequate child care, transportation and other related problems hindering students from attending class.

Summary

For a state with no statutory state-level coordinating or

governing agency, Iowa seems to be making effective use of alternative voluntary structures that serve the same purpose, but lack the clout that statutory bodies would wield. Nevertheless, these voluntary entities, the Iowa Coordinating Council for Post High School Education and the Iowa Coordinating Committee for Continuing Education, seem effective; and, more important, are actively supported by their constituencies. Real cooperation between the state department of public instruction and these voluntary bodies is evident. Perhaps the long existence of the merged area schools concept has been a positive forerunner to the development of other cooperative statewide/regional ventures. Shared endeavors, such as the Iowa Lifelong Learning Project, have been positive productive experiences that have been recognized as such by various providers of adult learning. This tradition of cooperation, volunteerism and wringing the maximum benefit from collaboration may become the "core survival skills" that will allow services to adults in Iowa to exist in some reasonably qualitative form when the final impact of federal budget cuts are felt.

Kansas

The Kansas State Board of Regents is the constitutionally-mandated governing body for the six public universities and one publicly supported technical institute. Community colleges with their own individual governing boards and postsecondary area vocational schools are supervised by the state board of education. The board of regents has statutory

responsibility for planning and coordination, institutional budget review and consolidated recommendations, and program approval for all state senior institutions. The Legislative Educational Planning Committee, the designated 1202 commission, was identified by most respondents as the agency with overall responsibility for carrying out planning and policy development in the area of adult learning. Adult education professional associations were identified as most influential in bringing the needs of adult learners to state policy makers.

Access

A number of state-supported policies and programs are indicative of the state's active role in this area. The board of regents' policies of free audits at any of the state universities for those 60 years or older, and adult eligibility for any and all financial aid available were cited as policies to eliminate barriers to participation for many potential adult learners. The board's encouragement of adult use of classrooms and "special efforts to work with underserved groups to determine their needs and develop the programs necessary to meet them" was cited as integral to efforts to promote adult learning, particularly for underserved populations. Concern for these populations and impending federal budget cuts was named as a state problem. The promotion of adult learning is accomplished through individual institutional advertising campaigns, the development of limited-cost courses, and various public relations campaigns conducted by the local education agencies that offer adult

education programs. The fact that Kansas does not fund adult learners engaged in noncredit learning was reported, but not listed as a deterrent to access by any respondents.

Access is greatly enhanced in Kansas by the use of newspapers, radio, television and two-way telephone systems to offer both credit and noncredit courses. A Telenetwork System, linking 32 classroom settings across the state and shared among the six regent universities, is funded by the state for approximately $150,000. The cost of these types of innovative systems was cited by two respondents as a prohibitive factor in their expansion. A need for better promotion of adult learning and counseling for isolated learners who may be taking advantage of these innovative delivery mechanisms was noted.

Efficiency

Efforts to improve planning and coordination of adult learning services have included specific service areas for each regents institution to maximize resources in locations that are as close to learners as possible, a board of regents policy requiring review and approval of every course offered off campus by the extension officer, and the establishment of a council of deans and directors of continuing education for regents institutions to review policies and needs of off-campus populations and to prepare recommendations to meet those needs.

Efforts to encourage providers to share faculty, facilities and equipment include the use of "sister" institution facilities and equipment whenever the off-campus activity is offered in the

vicinity of a regents institution. The offering of most adult education programs through the area vocational/technical schools and community colleges is seen by the state department of education as a way of maximizing use of the facilities at these institutions, while reducing the overall costs.

Quality

State efforts to insure quality have been diverse. For professional development for adult educators and program administrators, the state board of regents has encouraged the formation and operation of the Kansas Council for Community Services and Continuing Education, to address adult learning issues and promote linkage between all institutions in the state interested in continuing education. Summer workshops for all teachers are offered by the state department of education, and the board of regents conducts conferences to address issues facing continuing educators.

Adult guidance and information services geared to adults include a call-in, statewide WATS number, First Line, available for information on postsecondary learning opportunities, supported by the board of regents at $45,000 per year.

Research, assessments and evaluations conducted by the board of regents have included a 1975 Educational Needs Study (budget $20,000), with a 1980 updated study ($30,000) and a 1977 Continuing Education Study. Trend data reports on enrollments, number of classes and credit hours by semester and year have been compiled since 1973. Noncredit reports have been compiled since

1979.

The board of education annually evaluates 20 percent of all vocational education programs, including those with short terms. Within a five-year period, all adult vocational education programs have been evaluated, and state staff must provide follow-up technical assistance for all programs found wanting. Beyond this evaluative function, respondents note that the conduct of research or the promotion of the development of innovative projects have not been high priorities for the department, due to the lack of funding for the past several years.

Summary

While the 1202 function was designated to the Legislative Educational Committee, it appears to be more of a shared function. The board of regents is most visible as planner and provider of adult learning opportunities. Respondents identified needs for this body as increased coordination activity with dwindling public resources, better assessments to identify needed noncredit opportunities, and research to examine the noneconomic benefits to the individual and the state as a result of the number of learning opportunities available. One effort at determining the cost and benefit to the state is under way, and a final report is due from the board of regents in the fall of 1982.

Maryland

The Maryland system of public higher education has three segments: the University of Maryland, state universities and colleges, and community colleges. A board of regents governs the

University of Maryland campuses; a board of trustees governs the two universities and four public senior colleges, while two senior public institutions are governed by their own boards of trustees. A state board for community colleges serves as the statutory coordinating agency for the 17 community colleges that are actually governed by their own boards. The state board for higher education is the 1202 commission, and the state board of education serves as the state board of vocational education.

The Maryland State Board for Higher Education has statutory responsibilities to: 1) prepare and annually review a statewide plan for postsecondary education, 2) review institutional budgets and make recommendations consistent with the statewide plan, 3) prescribe minimum degree requirements for public and private institutions, 4) review and approve new academic programs, 5) administer state funds received by private institutions, and 6) coordinate education policies with the state board of education, the state public school agency through the Educational Coordinating Committee.

Respondents listed the Maryland State Department of Education, the Maryland State Board for Community Colleges and the Maryland State Board for Higher Education as having shared responsibility for adult learning in Maryland.

Access

Respondents felt that elimination of state policy and program barriers to adult learners needed more attention from the state. They did, however, cite the state's policy of funding noncredit

learning offered by the community colleges as a "step in the right direction" toward this end. The state department of education's adult basic education program was seen as the state's major effort to insure access to underserved populations.

State support for distance learning technologies is provided by state funds underwriting the Maryland Center for Public Broadcasting, which sponsors a "college of the air." Programming is carried by 20 colleges and universities in the state, without state support. The University of Maryland conducts an open university program modeled on the British Open University. Last year, the university and the center for public broadcasting codeveloped the University Consortium for Telecommunications in Teaching. This first nationwide television-assisted undergraduate academic program was funded, in part, by the Carnegie Corporation and received no support from the state.

Efficiency

Fostering improved planning and coordination of adult learning services is a current focus of the state board for higher education, which is planning a survey to identify providers of services to adults at a cost of $15,000. This effort was preceded by a 1978 statewide study, in cooperation with the state board of education, of the noncollegiate, for-credit continuing education, offered by local school districts and postsecondary institutions. Results of both undertakings will provide a basis for policies that will address planning, coordination and sharing of resources.

Quality

State-supported professional development opportunities for adult educators and program administrators feature an annual lifelong learning research conference, hosted by the University of Maryland. To insure quality of the state's education programs, the state board for higher education spends approximately $25,000 a year in staff time monitoring offcampus offerings of in-state institutions, and conducting onsite evaluations of out-of-state institutions requesting initial or continued approval to operate. Additionally, they have a comprehensive agreement with the Middle States Accrediting Association for cooperative assessment.

In Maryland, as in many other states, funds to support adult guidance and information services come primarily from EIC funding. This will pose serious problems for the continuation of those services when federal funds are withdrawn.

Summary

While direct financial support for adult learners is limited, there is considerable evidence of indirect state support of programs and institutions that serve adults. Maryland is one of two states in our sample that fund noncredit learning offered by the community colleges. The University of Maryland's "open university program," and the operation of the first nationwide television-assisted undergraduate academic program are just two of the innovative programs geared toward adults that benefit from indirect state support.

Nebraska

The Nebraska Coordinating Commission for Postsecondary Education, established by the legislature in 1976, facilitates communication and coordination among the institutions, administers federal and state funds, conducts research, maintains enrollment projections, develops short-range goals, plans for public and proprietary institutions, and is also the 1202 commission. The board of regents of the University of Nebraska governs the three public senior colleges, while the board of trustees of Nebraska state colleges is responsible for the four public senior institutions. Each of the six technical community college areas is governed by a locally elected board of 11 members. The state board of education administers the adult basic education program and functions as the board of vocational education.

Survey respondents saw shared responsibility for adult learning in the state. Adult basic education was clearly acknowledged as a responsibility of the state department of education. Coordination responsibility for postsecondary adult education was credited to the Nebraska Coordinating Commission for Postsecondary Education and the Continuing Postsecondary Coordinating Council, a voluntary agency of the institutions. Interestingly, survey respondents rated the federal government as the second most influential force in Nebraska in bringing the needs of adult learners to the attention of state policy makers.

Access

Nebraska respondents did not see their state with an active

role in the provision or promotion of adult learning opportunities. While financial aid was available for adults, respondents saw the priority for such aid as relatively low, with the state preferring to support the programs available for needy adults, such as adult basic education. Respondents reported the promotion of distance learning technologies and public awareness campaigns as the province of institutions, and not the state. The fact that Nebraska does not fund adult noncredit learning was not cited as an access problem, but impending federal budget cuts were. These were seen as taking a toll on vocational education, and the information and support services geared toward low income, underserved populations.

Efficiency

A recent survey (completed June 1981) conducted by the Nebraska Coordinating Commission for Postsecondary Education on noninstitutionally-sponsored instruction in Nebraska was named as a major state initiative in the area of improved planning and coordination of adult learning services. This is an attempt on the part of the state to foster communication and cooperation among noninstitutional providers across the state.

Quality

Efforts in quality assurance were said to be largely institutionally based. Institutional guidelines for the awarding of continuing education units were cited as one effort at insuring quality. The need for more assessments, the examination and promotion of alternative methods of delivery, and the need to

determine whether or not the results of research already conducted are being used in the planning and development stage of delivery of adult learning services were cited as problems that need to be addressed.

Summary

Judging from survey responses received from at least six of the 10 individuals contacted, Nebraska appears to be a state in which adult education is largely an individual or local responsibility. One might conclude that the introduction of Legislative Resolution 76 is designed to result in giving the state greater responsibility in this and all areas of higher education. While questionnaire responses would suggest a strong receptivity to the notion of a stronger governance unit and a more direct role for the state, Nebraska's long political history as a local-control state may prevail.

New York

The University of the State of New York encompasses all public and independent elementary/secondary and postsecondary institutions, libraries, museums and public television stations. The board of regents is the governing body of the university. The commissioner of education is its chief executive officer, and the state education department is its staff. The regents are empowered to charter, register and accredit education institutions; to license and supervise the professional conduct of practitioners in nearly all professions; and to apportion certain state financial assistance to public and private education

institutions. They are responsible for setting policy, planning and coordinating for education activities, approving all postsecondary degree programs in the state. Survey respondents saw particular units within the education department (e.g., Division of Continuing Education) as responsible for the development and coordination of adult learning opportunities in New York.

Access

Efforts to eliminate state policy and program barriers have been institutionalized through the development and support of such unique program offerings as the Regents External Degree Program, the establishment of Empire State College and the outreach-oriented community college system, where the average age of students is 29 years. Additionally, the development of a state interagency advisory council to assess barriers to interagency cooperation in communities is being explored by the University of the State of New York, and a comprehensive review of state legislation barring adults from access to public school facilities is under way, with the goal of proposing legislation.

Full-time adult students are eligible for need-based financial aid, and part-time adult students are included in the enrollment count for public support of postsecondary institutions. The state provides limited financial support for adult study in programs provided by school districts and vocational/technical institutions. In spite of this, the lack of financial aid for adults, particularly those taking less than 12 credit hours or

those in noncredit learning, was seen as a problem by several respondents.

Financial assistance to adult students is one of the needs addressed in a set of regents legislative proposals designed to support adult learning. Funding for these proposals is being requested from the state legislature. Anticipated problems center on building the political support for these initiatives during a time of reduced federal support and limited state resources. The state also provides state aid funding for programs leading to a high school diploma or equivalent. Further, to insure that the most underserved populations have access to these types of programs in basic literacy (ESL and High School Equivalency [HSE]), the state, through regulation, requires programs receiving AEA funds serve at least 50 percent of adults reading at or below fourth grade level.

For educationally- and economically-disadvantaged students, the state financially supports specific opportunity programs in public and independent postsecondary institutions; in addition, community colleges that have an open admission policy get additional state aid. Two postsecondary degree programs are designed particularly to serve adult learners who cannot readily attend regular campus programs. The Regents External Degree Program offers awards/degrees on the basis of examinations, transfer of credits from accredited institutions and individual assessments. Empire State College is a statewide program operated by the State University of New York (SUNY) that offers individualized degree programs to adults. The education

department's program for noncollegiate-sponsored instruction evaluates for college credit offerings of businesses and other providers, while the college proficiency examination program administers college-level examinations for credit. Another method the department is using to promote access by adults is the study circle, which involves small groups of adults studying topics of their own choice, with the help of a trained facilitator.

The promotion of distance learning technologies is supported through state legislation, which allows the commissioner to establish special conversion formulas for distance learning as part of state aid to public schools; AEA funding of special projects to explore the use of computer-assisted instruction; and legislation to support a state network of cable programs for high school equivalency. This last program, to reach adults in need of high school diplomas, is expected to reach greater numbers of adults at a considerable savings, (i.e., $146.00 per diploma, as compared to $189.00). Respondents noted that, generally, efforts to use technology are promoted more by the individual institutions than the state. But the state has recently established a new Center for Learning Technologies, which has as part of its mission the extension of learning opportunities to adults. The department has also proposed that the state aid to public schools formula for serving adults have a special provision to allow for distance learning and other innovative approaches to delivering instruction to adults.

All respondents agreed that public relations campaigns have been largely conducted by individual institutions. However, the

state is planning public awareness campaigns as part of its adult learning and community education plans.

Efficiency

The state's community education initiatives promote collaboration in the use of scarce education resources in order to better serve adult learners.

At the postsecondary level, the regents have promoted advisory councils to coordinate services at a regional level; however, the legislature has consistently denied funding for these bodies, and only two regions have functioning councils.

Regional cabinets sponsored by the state education department are beginning to foster improved planning, coordination and resource sharing. Problems in regional planning stem from conflicting federal regulations for the distribution of Vocational Education Act (VEA), and Comprehensive and Employment Training Act (CETA) funds. Planning for adult learning is done in the education department's Office of Adult Learning Services. The Adult Learning Services statewide advisory council and department staff developed a set of eight adult learning goals for the year 2000, which were adopted by the regents in December of 1981.

Quality

The regents have been reviewing doctoral degree programs in selected disciplines and have required the modification or abolition of those found deficient. All degree programs in the public and independent postsecondary institutions are periodically reviewed; and new degree programs, including offcampus offerings,

must be approved. Established requirements insure "reasonable progress" by students receiving postsecondary financial aid.

One of the ways the state education department supports professional development opportunities for adult and community educators is through a state clearinghouse for professional development literature. Funding is not available for more extensive training opportunities in the clearinghouse. Additionally, the state has often joined with adult education professional associations to sponsor area workshops and conferences.

Work with local providers and accrediting groups in an effort to insure quality has consisted largely of the state education department's monitoring of regulations governing VEA, AEA and CETA programs. The regents have proposed legislation for quality control checks on community-based organizations and are considering requirements for the certification of adult educators.

The education department supports adult guidance and information services takes the form of seven EIC's based primarily in public libraries. W. K. Kellogg Foundation monies are used to support these centers. The department has produced eight regional directories listing 1,000 adult information and guidance services. The regents' adult learning legislative program includes a request for state support of EIC's. The state also supports education opportunity centers in SUNY, which provide information and counseling services to adults.

The state education department supports innovative projects with a monthly newsletter to share campus experiences, and several

regional and statewide need assessments. One such survey resulted in the pilot testing of two models for interagency collaboration in communities across New York to foster community education.

Summary

New York's strong central governance structure does not exempt it from the same kinds of problems and squeezes other states must deal with. The state is grappling with the impact of expected federal budget cuts, and there is a great deal of concern that adult education's progress will be severely curtailed. Under the AEA alone, 9,000 or more students will be forced out of programs. Pending state legislative action will determine the fate of EIC's and the regents' package of bills for adult education. At issue here, as in other states, is whether or not the state taxpayers will underwrite the costs of education for those least able to pay. Whatever the outcome, the state education department has already gone on record in support of an expansion of adult learning services.

Rhode Island

The Rhode Island Board of Regents oversees all public elementary/secondary education, including vocational and adult education in Rhode Island; the state education department is the administrative arm. The board's statutory responsibilities include planning and coordination for public elementary/secondary and vocational/technical institutions, and program approval and consolidated budget recommendations for the public colleges. A board of governors for higher education is the statutory governing

agency for the University of Rhode Island, Rhode Island College and the Community College of Rhode Island. The Board of Governors for Elementary and Secondary Education oversees vocational/technical, adult basic and general equivalency programs. The Rhode Island Postsecondary Education Commission, the designated 1202 body, is responsible for the administration of Title I, community service, continuing education and EIC.

Respondents saw the state department of education with primary responsibility for adult basic education and high school equivalency programs, but recognized the central role that LEA's play in the provision of general adult education. Adult education professional associations, the college-level adult educators and the state education department were seen as exercising equal influence in bringing the needs of adult learners to the attention of state policy makers.

Access

Efforts to eliminate policy and program barriers for adult learners have been undergirded in Rhode Island by the state constitution, which requires the state provide "the advantages and opportunities of education" for all citizens without regard to age. In addition, Title 16 of the General Laws provides for Americanization classes, state aid for local adult education programs and an adult education commission to advise the state education department.

Financial aid for adult students is limited to supporting programs for adult learners. The adult basic education program

provides $483,768 for ABE and ESL classes, but there is no direct student financial aid. Increased funding options for adult student programs have centered on two alternatives: 1) a high school education entitlement program, or 2) specific high-need programs. Historically underserved groups of adults are being served through such innovative state-supported programs as the literacy volunteers concept, where volunteers are recruited and trained to work with the underserved on a one-to-one basis. To date, this program has received $15,000 in state funds in both fiscal years 1981 and 1982. In addition to encouraging special degree options (i.e., Bachelor of General Studies for Adults) and admissions policies designed for easing adult access into higher education, the Rhode Island Postsecondary Education Commission sponsors the Educational Information Centers. EIC coordinates public educational brokering and career counseling activities in the state, thus decreasing duplication and increasing cooperation among major service providers. The Rhode Island Occupational Information Coordinating Committee (RIOICC) and the Educational Opportunity Center (EOC) offer services statewide to adult residents wanting access to postsecondary education.

Efforts to improve the brokering abilities of libraries, adult learning centers, the 64 postsecondary schools, guidance counselors and CETA counselors are still under way to EIC, RIOICC and the Department of State Library Services.

While no respondent saw the state involved with distance learning technologies, a February 1981 department of education position paper on "education for adults" called for a study to

develop plans for using television, especially cable television, to reach larger numbers of adults. This is of particular concern to the staff of the state's Office of Higher Education. Respondents report a minimal state role in conducting public awareness campaigns.

Efficiency

Regularly scheduled meetings with local directors of adult education, as well as the three-year plan for adult education, serve to coordinate ABE programs. Monitoring and evaluation activities insure that programs are run as efficiently, effectively and economically as possible. Approximately $55,000 in department funds support this function. The absence of any coordinating agency for nonstate-sponsored adult education programs is seen as a problem. Currently, informal coordination is performed by EIC, RIOICC, and the Bureau of Vocational and Adult Education. The Office of Higher Education has taken informal responsibility for coordinating the programs within the public higher education system; this allows some communication and modest amounts of cooperation, but coordination for comprehensive planning and efficiency is still lacking. The education department is encouraging those organizations that serve adults, particularly organizations with strong recruitment and counseling components, local schools and postsecondary education programs, to coordinate their services for adults.

Quality

Activities that assure the quality of adult learning programs

are carried out primarily by those staff most directly involved. The study conducted by the Adult Education Commission in 1980 led to several recommendations for improving the statewide delivery of adult learning services, including another, more comprehensive study to be conducted in 1982.

The monitoring and evaluation of ABE programs is ongoing. One-half of all ABE programs are evaluated each year as one major effort to insure quality in adult learning programs. The funding of innovative projects is another important method by which the state can hope to positively influence the quality of adult learning programs. High school competency-based diplomas, remedial reading volunteers, outreach and elderly coping skills are some of the projects funded in the last two years, with approximately $40,000 available each year. (One of the frustrations associated with this effort has been the difficulty in getting funds to replicate tested pilot programs statewide. Approximately $17,000 is made available each year for a comprehensive staff development program for directors, teachers and aides in the ABE programs.

Summary

As of Spring 1981 and the enactment of the Adult Education Act, Rhode Island has operated with state policies that support lifelong learning and adult education. (This act called for better coordination within the state education agencies, the continuance of the Adult Education Commission as an advisory body and cooperation among all providers involved in adult learning.)

Several programs exist: from adult literacy to adult basic education, to college-level opportunities. Official coordination of these diverse activities has suffered due to competition for and reductions of limited state and federal funds.

The size of the state makes informal coordination possible as an interim arrangement. Most coordinating activities are performed by the state education agencies (Office of Higher Education and Department of Elementary/Secondary Education) and the Adult Education Commission. Respondents note this situation is apt to remain until such time as increased funding permits and requires better organization.

South Carolina

The South Carolina Commission on Higher Education is the statutory coordinating agency for higher education; the 1202 agency with the authority to approve new programs, recommend modification or termination of existing programs, and present appropriation requests to the legislature on behalf of the South Carolina State Board for Technical and Comprehensive Education. The state board for technical and comprehensive education has within its jurisdiction all 16 state-supported technical institutions. It approves all postsecondary, vocational/technical, occupational diploma and associate of arts degree programs that are financed in whole or part by state funds.

The South Carolina State Board of Education governs secondary and adult vocational experiences, and serves as the state board of vocational education for 56 vocational education centers.

Respondents surveyed varied in their views of what agency had primary responsibility for adult education in South Carolina. One respondent identified the commission on higher education as the "umbrella agency" that coordinates adult education; others named the state board of education, while still others listed the state board for technical and comprehensive education.

Respondents saw the state department of education as being most influential in bringing the needs of adult learners to the attention of policy makers. Public school officials, the governor, the legislature, adult education professional associations and the higher education coordinating agency were also seen as instrumental.

Access

Barriers for part-time adult students still exist in the form of restrictive student financial aid criteria in South Carolina. Loans through the South Carolina Guaranteed Loan Program are made only to full-time students, as are awards through the South Carolina Tuition Grants Program. Most institutions granting financial aid give priority to full-time students. Financial assistance from the state supports vocational adult programs and support services, not individuals. In spite of this, modest attempts to serve the part-time adult are being made through other measures, such as charging adult students in need minimal fees, and scheduling class offerings day and night to accommodate adults.

Efforts to insure that underserved groups of adults have

access to learning opportunities are slanted toward outreach activities funded by the federal government through Title I-B of HEA. The promotion of distance learning through the state education television network is another way in which wider access is insured. Officials expect that, as usage costs drop, the expansion of such programs can be measurably increased.

Public awareness campaigns are routinely conducted by state and local agencies, and take many forms. Some school districts employ recruiters, and the office of public information of the state department of education publishes brochures and booklets promoting their offerings. A videotape, developed by the University of South Carolina and three other area colleges, entitled Never Too Late: The Case for Adult Learning, is being used on television, with civic clubs, community organizations, business and industry.

Efficiency

The South Carolina State Plan for Vocational/Technical Education calls for LEAs to submit evidence of coordination and consultation with representatives of other education or training resources at the local level. With concern for articulation high, the South Carolina State Board for Technical and Comprehensive Education, the Department of Education/Office of Vocational Education and the State Advisory Council on Vocational and Technical Education have joined forces to address this problem. During 1975 and 1976, the office of vocational education, and the state board for technical and comprehensive education jointly

sponsored four regional meetings to encourage articulation among local technical education centers. In 1977, the state advisory council surveyed all technical institutions and 51 area vocational centers to determine progress toward articulation. Statewide conferences were held again in 1978 and 1979; and, in 1980, six vocational/technical programs were fully articulated from secondary through postsecondary levels, with 16 additional programs working on agreement. A new thrust for 1981 has been an education linkage project, funded through the governor's office, CETA division, to establish linkage and coordination among vocational education, business and industry, the state employment service, CETA, the vocational rehabilitation agency, and providers of technical education and other training institutions. The state department of education seeks to establish an advisory council that would, with limited funding as an incentive, promote the building of institutional consortium for sharing faculty resources and facilities.

Quality

Currently, professional development for staff is under review by the state department of education. Being considered is a plan whereby the department would coordinate with the South Carolina Association for Continuing Education to offer professional seminars for adult educators and program administrators. Funding is, however, contingent upon federal appropriations. The office of vocational education is identifying professional development needs of trade, industrial and vocational teachers prior to

developing appropriate inservice training programs.

In June of 1980, the assurance of program quality was furthered by legislation (R 623, S 784) that required the state board of education to adopt instructional program standards for vocational programs to be incorporated into the South Carolina State Plan for Vocational/Technical Education for use in the evaluation of vocational programs.

The state office of adult education provides quality assurance, with consultants assigned to each school district for technical assistance and program monitoring.

Support of adult guidance and information services include an adult guidance and information service; and educational referral services, funded by the University of South Carolina and the W. K. Kellogg Foundation. Education opportunity centers in institutions around the state also provide guidance and information to adults. Adult education programs employ guidance counselors as a matter of policy. Innovative projects, assessments and dissemination efforts are carried out through a number of channels. Educational referral services conducts statewide workshops for professionals in various fields. Needs assessments have been done by the Charleston Higher Education Consortium; and under Section 310 of the AEA, approximately $154,000 has been set aside to fund innovative projects.

Summary

South Carolina is a state strongly committed to the education of adults, with an emphasis on short-term (500 hours or less)

vocational training for its citizens. Unfortunately, much of the funding for supportive services is contingent on continued federal funding. While respondents see federal budget cuts as severely reducing quantity and perhaps even the quality of adult education offerings, they do not expect that programs will be totally eradicated. Respondents would like to see greater impact, linkage and contributions from voluntary bodies, such as the South Carolina Association for Continuing Higher Education, and greater involvement with the business and industry sector. South Carolina has a great investment in maintaining a system that is efficient, adaptable and particularly responsive to the industries it is striving to attract and retain.

Utah

The Utah State Board of Regents, also the 1202 Commission, has statutory governing authority for nine public institutions: four senior, three junior and two vocational/technical. The board has statutory authority for planning and coordination for all segments of postsecondary education, including the review and recommendation of institutional budgets. While Utah institutions do not have individual governing boards, they have institutional councils that derive their campus governance powers by delegation from the board of regents. The state board of education, also the state board of vocational education, has jurisdiction over less-than-baccalaureate occupational education programs, as well as the traditional ABE programs. The board of regents and the board of education share responsibility for planning, program and

policy development in the area of adult learning.

Access

The Utah master plan, developed by a regents-appointed continuing education/community service task force, specifically calls for the elimination of barriers to lifelong learning. Recommendations include the elimination of discriminatory policies regarding access, tuition and financial aid for full-, part-time and older students. But state officials see little hope of increasing financial aid to part-time students in the near future, and the state does not fund adult learners in noncredit courses. Recommendations for stronger guidance and counseling services for adults have more of a chance for implementation. Support services can be piggybacked onto funded services for the traditional resident student, thereby reducing the overall cost.

The promotion of distance learning technologies is another area being addressed by the board of regents. Increasing the use of telecommunications is being promoted as one way of reducing costs of tuition and fees. The master planning task force is currently at work on a state multiple option telecommunications system. A phase I report, containing recommendations on the future of public broadcasting in Utah, is awaiting action by the Utah Telecommunications Authority (Utah Board of Regents). The phase II study, which deals with all areas of telecommunications, is under way, with a preliminary report expected in time for possible legislative action in January 1982. Additional impetus for nontraditional programs is provided by a master plan

recommendation that would request $150,000 from the Utah legislature for competitive grants for innovative programs in state postsecondary institutions to meet the continuing education/community service needs of underserved populations.

The board of regents recently conducted an extensive public awareness campaign that promoted the services of the education/career information system (which includes a statewide tollfree hotline) and the extensive range of credit telecourses offered this past fall by the public television system.

Efficiency

The improved planning and coordination of adult learning services is also addressed in the Utah master plan. Specifically, the plan calls for the deans and directors of continuing education from all Utah postsecondary institutions to meet quarterly, under the auspices of the board of regents staff, to carry out planning, policy making and implementation of specific master plan recommendations. Twice each year deans and directors will be joined by the academic vice presidents of their institutions to help assure top administrative support and understanding. Further, one entire section of the master plan, "Collaboration and Resource Sharing," outlines a program of articulation and coordination of adult programs with those offered by the public schools and other organizations. Several concept papers have already been prepared to address specific ways in which colleges, universities and public schools might share facilities, equipment, personnel and other resources.

Quality

The provision of professional development opportunities for adult educators and administrators appears to be one critical area not fully addressed in the master plan. Officials report that current fiscal restraints make this a low priority. The state, recognizing this fact, encourages its institutional continuing education people to take advantage of conferences and workshops that are offered out of state. As previously stated, support services, such as guidance and information, are being underwritten by the state. Each of the public higher education institutions in the state has a counseling/guidance center that is open to adults, in addition to career libraries and an education/career information service. The education career information service is supported, in part, from federal EIC monies, with a sizable local match. A statewide tollfree telephone information service and a comprehensive Utah career guide are also maintained by the state.

Utah has been unable to fund much in the way of research, assessment and evaluation studies. The master plan, however, addresses the need for stronger assessments to be made prior to the implementation of several recommendations. Currently under consideration is a proposed assessment of need and interest among Utah citizenry for multi-institutional outreach centers. Officials cited more "hard-nosed" marketing research as essential innovative programs are designed for reaching the prospective nontraditional student. The willingness of the Utah taxpayer to pick up the gaps that cutbacks in federal funds leave is

uncertain, but there is hope that legislative and education leaders will at least "seed" master plan recommendations.

Summary

Utah enjoys the highest birth rate in the nation, as well as high immigration. Unlike many states, they anticipate increases in enrollments that will exceed their institutional capacity. The state master plan recognizes this and addresses many of the same issues (i.e., promotion of telecommunications, emphasis on external credentialing, collaborative planning and access of lifelong learning) that other states are starting to address as they preside over decreases in enrollments, unused facilities and dwindling resources. To be sure, Utah does not claim to have unlimited resources, and it is examining the best use of those resources before the pinch is actually felt. The Utah master plan is one of the few that speaks to lifelong learning as a goal toward which Utah institutions of postsecondary education should be striving. Its recommendations are far-reaching, and it clearly stands as a prime example of comprehensive thinking on behalf of education leaders today.

Wisconsin

The Wisconsin Board of Regents serves as the statutory governing body for the University of Wisconsin System. There are 13 four-year institutions and 14 two-year centers. The board has statutory responsibility for planning and coordination, program approval, budget review and consolidated recommendations.

The Wisconsin Board of Vocational/Technical and Adult

Education (WBVTAE) presides over 16 vocational/technical and adult education (VTAE) districts that encompass 37 vocational/technical institutions. Agency statutory responsibility is for planning, coordination, program approval and evaluation, and disbursement and accountability for state and federal funds for vocational/technical, adult short-term and apprenticeship programs below the baccalaureate degree.

Respondents view the WBVTAE and the University of Wisconsin System as having shared responsibility for planning program and policy development of adult learning in Wisconsin. In Wisconsin, adult citizens, adult educational/professional associations, the governor, legislature and federal government were viewed as most influential in bringing the needs of adult learners to the attention of state policy makers.

Access

Efforts to insure access to the widest number of potential clients have taken many directions in Wisconsin. The VTAE districts must meet minimum program requirements for service to special population groups, such as the handicapped, disadvantaged and the English deficient. Holding classes at convenient times and places, accommodating the handicapped through facility modifications, publicizing locations and times of offerings, and preparing special needs persons with prevocational education training are all means to insure access.

Handicapped and disadvantaged students in adult basic education and adult high school programs are exempt from payment

of tuition. Funding assistance (VEA) is available to district providers. Despite these measures of insuring access, many of the programs available have low levels of completion or graduation, and the costs are high. In addition to the usual federal student financial aid, the state provides higher education grants, funded at $2.6 million a year, to VTAE students; Indian grants, funded at $1 million a year; and tuition grants, funded at $13 million a year. Tuition and program fees are waived for adults 62 years of age and older in adult vocational programs.

Promotion of distance learning technologies is in the form of programs offered statewide over the statewide open broadcast public television station, known as the "Technical School of the Air." Since Spring of 1980, television high school for adults has been offered by the state, and one district operates its own FM station, while another operates two television channels. Districts have offered local programming via cable channels and have used video-based materials to deliver courses at remote sites. Funding has come from CETA grants, Fund for the Improvement of Postsecondary Education (FIPSE) and local allocation of staff and funds. Identified problems have been the difficulty of finding good quality programming that fits the VTAE system and the need for more consistent funding to insure statewide coordination.

Public awareness campaigns, viewed as highly successful, have included posters, direct mailings, press releases, public service announcements, radio, television and talk show appearances. "Soft money" -- federal and private foundation funds -- supports their

efforts, and long-range planning is difficult.

Efficiency

The improved coordination of adult learning services is accomplished by working through established advisory and joint coordinating committee structures. There is joint committee coordination among the University of Wisconsin, CETA and the Division of Vocational Rehabilitation (the Department of Health and Human Services). Local district advisory committees and administrator/staff committees coordinate system internal administrative, developmental and ongoing studies, which include the monitoring of adult education enrollments and associated costs. Articulation with other delivery systems and semiautonomous districts within a decentralized delivery system are two problems respondents have encountered.

State funding incentives promote articulation as one way of encouraging institutions to share resources. Services to secondary students through interdistrict contracts is one area in which providers work together to meet the needs of students. Legislative initiatives facilitate service to students of other delivery systems. Several university and technical school building sharing agreements exist. Problems include school calendars that do not always coincide among providers and increases in charges by schools, as they seek to balance budgets.

Quality

Wisconsin VTAE has a tradition of providing ongoing inservice professional development opportunities for staff. The

administrative code provides for rigorous certification standards. A professional growth week is conducted by a University of Wisconsin vocational teacher training institution. Instructors address current curriculum and instructional technologies, and issues and problems such as individualizing instruction and competency-based education. A second major professional development offering is a leadership seminar for new or potential second- and third-level supervisors, coordinators and administrators. Funds for these programs are partly federal and partly state, and through institutional assistance for fees for professional development course work. Without federal seed money, local schools are not likely to initiate these professional development activities.

The Wisconsin VTAE schools are accredited by the North Central Accrediting Association, and appropriate groups accredit particular occupational programs. Additionally, every postsecondary occupational program has an advisory committee made up of employers and employees. Respondents report that involving the appropriate professionals in the programs is time consuming, but not costly, and results in more qualitative, up-to-date program offerings.

Adult guidance and information activities supported by the state include VTAE district participation in a computerized career information system and an annually updated publication on VTAE. All institutions provide guidance and counseling services, with special emphasis on the handicapped, disadvantaged and women. The state maintains a tollfree, instant career education telephone

directory service, which lists available program openings and other information, with $20,000 a year of federal monies. This service and the Wisconsin Career Information System would be severely curtailed by a lack of federal funds and could be forced into a total user fee program.

Research, assessments and innovative projects are routinely conducted, promoted or supported by the University of Wisconsin Vocational Education Center. Bits about Research, a widely distributed publication of the WBVTAE, describes new research and innovative activities, and reports on completed research. Exchange with other states is also common, and relationships between Ohio State University's National Center for Vocational Education and Wisconsin have provided VTAE administrators and educators with information on research around the country. Additionally, the state funds a research coordinating unit as part of the administration of the VTAE system. This unit has developed a hard copy library, computer access to the Educational Resources Information Centers (ERIC) and has worked with vocational consultants in conducting task and competency surveys of workers. These surveys have been used to update curriculum and/or develop V-TECS (vocational/technical education consortium of states) catalogues of performance objectives.

Summary

The WBVTAE is a strong, centralized force for adult learning opportunities. Wisconsin is the only state in which the governor and the state legislature were considered influential in bringing

the needs of adult learners to policy makers. This political support for adult learning is crucial to the maintenance and growth of the state adult education enterprise. Add to this political context a history of public institutional education for adults, and one sees a system having the advantages of time, strength and support. It will surely suffer some loss as a result of federal and state budget cutbacks, but will maintain the commitment and resilience necessary to continue to serve that state's adult population.

III. LEGISLATION

A 10-state review of legislation passed during the 1979-80 legislative sessions identified 280 distinct legislative bills with potential impact for adult learners. A breakdown of those bills yielded six categories of legislative action: 1) licensure and oversight of professions, 2) training and education needs of special populations, 3) finance and administration of the state's postsecondary education institutions, 4) governance bodies that wield impact for adult learners, 5) capital expenditures, and 6) an "other" category, which will be defined in greater detail later in this section. Table 1 provides a state-by-state breakdown.

Licensure and Oversight of Professions

By far, the largest number of bills (128, or 46 percent) are those dealing with the licensure and oversight of professions. Not traditionally viewed as "education" bills, these professional practices measures nonetheless have direct implications for adult learning. These bills, on the whole, establish criteria for the licensing of professions, call for mandatory continuing education for certain professions, and relate to the administration of boards or agencies that oversee licensed professions. Typical of those bills, with direct impact for the continuing education of adults, is Utah's House Bill (HB) 80 passed in 1979. This bill required all public peace officers to complete specified training courses within 18 months of their appointment. HB 2006, in 1979 in Kansas, updated podiatry terminology, mandated continuing education in this field and updated the subjects in which

COMBINED 1979-1980 LEGISLATION WITH
IMPLICATIONS FOR ADULT LEARNING

	Oversight of Professions	Special Populations	Finance and Administration	Capital Expenditures	Governance Bodies	Other	Total
Florida	28	11	10	4	2	7	62
Iowa*	3				1		4
Kansas	29	2	17	5	1	7	61
Maryland	32	6	15				53
Nebraska	3	5	4	11	1	1	25
New York	7		1			2	10
Rhode Island	12	1	9	1			23
South Carolina	4	5	6				15
Utah	7	1	4	2			14
Wisconsin	3		9			1	13
Total (Percent of Total)	128 (46)	31 (11)	75 (27)	22 (8)	6 (2)	18 (6)	280 (100)

*Joint 1979-1980 Legislative Session.

TABLE 1

applicants for licensing will be examined.

In Nebraska, Legislative Bill (LB) 724 of 1980 related to the administration of boards or agencies that oversee the licensing of professions. It authorized a training program for firefighters and created an advisory committee to replace the Commission on Fire Fighting Personnel Standards and Education.

Obviously, bills calling for specific continuing education requirements are directly related to the provision of adult learning services. But it is equally important to include within this general category those bills that also address the financing, structure or day-to-day operation of the regulatory bodies that oversee the professions, as these bodies do determine to some degree the ebb and flow of demand for specific adult learning programs. Of these bills, a small, but distinct, number sought to lessen or make more efficient state regulation of professions. In Kansas, HB 2502 (1979) gave life insurance agents more flexibility in choosing courses that will satisfy their continuing education requirements. Chapter No. 389 of 1980 in Maryland exempted individuals and entities offering instruction solely for avocational pursuits from required certification by the state board of education. Other legislation dealt with the sunsetting, transfer or merging of regulatory bodies.

In spite of the large number of bills on continuing education in the 10 states, only survey respondents in Iowa cited the legislative mandating of continuing education as an impact on adult learning.

Education and Training Needs of Special Populations

In the category of education and training needs of special populations, legislation was much more uniform across states. Bills provided for tuition assistance, waivers or special training for National Guard personnel, Native Americans, Vietnam veterans, senior citizens, displaced homemakers, handicapped persons, and particular professions, i.e., nurses. Though the legislation in this category only amounted to 11 percent of the total number of bills identified, it does represent a level of state commitment to expand access to education and training opportunities for adults as recently as 1980.

Finance and Administration of State Postsecondary Education Institutions

The finance and administration of state postsecondary education institutions, with 27 percent of the legislation examined, was the second largest area. Facets of finance and administration in these bills were wide ranging across states. Common subcategories of legislation included particular institutions or programs within institutions that serve adults, the day-to-day administration of those institutions (i.e., particularly conditions of employment for its employees), formulas for funding institutions and programs; and scholarship, tuition and grant matters.

Notable among bills aimed at particular institutions or programs that serve adults is Senate Bill (SB) 197, in 1979 in Utah. This law, the Life Span Learning Facilities Act, authorized the State Board of Regents to issue bonds and so forth in order to

construct, at least partially, a continuing education center. More typical of bills in this area is LB 60 in Nebraska, which would create the Nebraska Public Radio Commission and the State Public Radio Fund to promote noncommercial education and public radio. South Carolina Bill R 623, S 784, which required the state board of education to adopt instructional program standards for vocational programs, is still another example of regulatory legislation that has impact for adult learners.

Other legislative bills targeted specific postsecondary program areas for state support, veterinary medicine, family medical practice, vocational/technical training and programs in nursing. Bills that addressed the day-to-day administration of the state postsecondary institutions dealt with probation periods and collective bargaining.

Formula-funding legislation was prevalent across states. Wisconsin's chapter 34 of 1979-80 is a good case in point. This act modified the definition of aidable costs used in the state aid formula, and excluded the costs relating to the community services programs and driver education. Kansas passed legislation that allowed the state to reimburse institutions for up to 60 days beyond the end of the fiscal year, allowed the state board of regents to use refunded state tuition grant funds in the same fiscal year, and created a separate and supplemental adult education fund. Other legislation set formulas for state aid to colleges and universities.

Legislation dealing with tuition, grants, scholarships and fee waivers was also common within the finance and administration

category; that dealing with fee waivers or grants for specific populations was included in that category, and not here. The legislation in this section addresses such topics as increases in tuition, eligibility for state grants, and scholarships and residency requirements.

Capital Expenditures

There were 22 capital expenditure bills passed among the 10 surveyed states. Most, like Chapter 711 of 1980 in Maryland, authorized the sale and issue of bonds. Maryland's measure helped underwrite the cost of construction and equipping of certain buildings at the Capitol Institute of Technology. LB 363 (Nebraska, 1979) limited levy and budget increases for technical community colleges. Similarly, Wisconsin's Chapter 221 for the state vocational/technical and adult education system required district boards to hold referendums, if proposed capital expenditures are over $500,000.

Governance Bodies

Legislation concerning governance bodies with impact for the education of adults was the smallest group, two percent of the total.

Rhode Island's HB 5749 of 1979 stands out as a major legislative initiative recognizing the import of the adult as learner. It defined adult education as all adult basic and postsecondary education for credit or noncredit, offered by all institutions, public or private and taken by full- or part-time adult students. Further, this bill created the Rhode Island Adult

Education Commission, an advisory body to the department of education, with the responsibility to conduct a comprehensive study of adult education in the state.

The Florida Postsecondary Education Omnibus Bill, (CSHB 1689) passed in 1979, covers many topics; two major provisions are noted here. CSHB 1689 authorized a statewide study of the organization and governance of postsecondary education and created a new governance body, the Community College Coordinating Board. Other notable provisions that might affect the adult learner included time-shortened programs, the requirement that CLEP or similar examinations be offered at least once a year to students and the establishment of a tuition voucher fund for students attending private institutions. A subsequent 1980 bill, vetoed by the governor, also would have affected the structure of the institutions that serve adult learners. One of its more controversial provisions called for establishment of local boards of trustees to oversee the universities, the merger of certain postsecondary institutions and the creation of a postsecondary education planning commission. Despite the veto, a postsecondary education planning commission was established by governor's executive order in 1980.

In Nebraska, a major legislative initiative targeted the statewide higher education system for review. Legislative Resolution 76 of 1979 called for the study of a constitutional amendment to provide for statewide coordination of the entire higher education system and the creation of a board of regents to supplant the existing higher education governing bodies.

LB 141 of 1979 empowered the Nebraska Coordinating Commission for Postsecondary Education to authorize all out-of-state institutional higher education programs, and it replaced certain statutory references to the state board of education with the Nebraska Coordinating Commission for Postsecondary Education.

The three remaining bills in this category dealt with day-to-day administration of state and local boards, and advisory councils.

Other

An eclectic mix of bills was labeled "other." The six percent in this category concerned the administration and offerings of noneducation agencies, interstate agreements regarding education offerings and student access, interstate and regional compacts for education, and assorted miscellanea that dealt with impact on/for the education of adults.

Within this "other" category, noneducation agency bills comprised a small, but distinct group. Three related to state library systems and their oversight agencies. Chapter 347 in Wisconsin created a council on library and network development to advise the superintendent of public instruction and the division for library sciences. Because public libraries are often sites for adult learner guidance and information services, as well as sometime sponsors of adult education offerings, the inclusion of library systems legislation is apropos.

In Kansas, HB 2300 of 1979, the Community Resources Act, authorized a grant-in-aid program to make funds available for

statewide training and technical assistance to eligible local organizations in connection with any community resource program.

Bills in the second largest subcategory concern interstate compacts (i.e. the Western Interstate Commission for Higher Education [WICHE]) and eligibility of nonresident students for reduced tuition based on reciprocal agreements among states.

"Odd" pieces of legislation that rounded out this category included a Maryland bill (Chapter 721) that required persons found guilty of driving under the influence of alcohol to participate in an alcohol treatment or education program approved by the court. Additionally, two states passed legislation that allows school districts to use buses for transporting persons other than students. Such measures have particular implications for joint use facilities, such as school housing community education programs.

Summary and Conclusions

With few notable exceptions, 1979-80 legislation that specifically addressed the needs of the generic adult as learner was virtually nonexistent.

Despite this, adults in general, and their training and education needs have not been altogether ignored by state legislatures. Within two years, within 10 states, 280 measures with implications for the learning of adults were enacted. And with few exceptions, none of them was hailed as an adult learning initiative. Yet, this new and admittedly inferential perspective did yield an impressive array of legislative measures that stand

as testimony to state investment in the education of its adults.

Clearly, the licensure and oversight of professions received more legislative attention (45 percent of the total) than any of the other categories. Within this category, most attention was focused on the administration of the regulatory bodies that oversee specific professions. Obviously, these bills were less directly related to adult learning than those calling for specific education or training requirements. Those involved in the debate over mandatory continuing education as a basis for recredentialing (Houle, 1980) will find it interesting that, among the many pieces of legislation in this area, only one bill (HB 2502, passed in Kansas in 1979) gave professionals greater control in choosing courses to satisfy continuing education requirements.

The next largest area (27 percent of the total) of activity was in the finance and administration of postsecondary education institutions category. The most common types of legislation within this category dealt with the day-to-day administration and operation of the institutions that serve adult learners, programs, scholarships, tuition and grant matters.

The education and training needs of special populations were addressed through legislation by seven of the 10 states. National Guardsmen, Native Americans and displaced homemakers were the populations most often recognized.

In the area of capital expenditure legislation, two bills stand out as clear harbingers of dwindling resources, greater needs and spirited public debate over meeting those needs. Both Nebraska and Wisconsin enacted legislation that set limits on the

state's flexibility in raising funds for postsecondary education.

Governance body legislation encompassed those few examples of legislation that directly address the needs of the adult learner. During 1979 and 1980, Florida, Nebraska and Rhode Island enacted legislation that created or strengthened the state governance role in supporting adult learning. New York's progress in this area prior to 1979 is notable, but outside the limits of this report. The six adult learning bills recently introduced in the New York Legislature ranked with Rhode Island's HB 5749 and Florida's CSHB 1689 as model legislation for adult learners.

"Other" legislation housed an eclectic mix of measures with varying degrees of relevance to adult learning. The anticipated numbers of bills relating to noneducation agencies (i.e., departments of personnel, labor and community development), with implications for adult learning, did not materialize. Among the 10 states, only Kansas' Community Resources Act came closest, in that it provided grant-in-aid funds for statewide training and technical assistance for community development.

In general, legislative support for adult learning was often incidental, though widely evident. Three possible/probable explanations come to mind. First, states with a statutory basis for providing for the education of adults, like Rhode Island, have done so through the state constitution and have thus failed to see the need to reintroduce the needs of this population through current legislation. Second, states such as Utah and New York may address service to this population through education policy documents such as Utah's 1979 master plan for postsecondary

education. Third, the timing may not have been most conducive to having the needs of yet another "special interest group" recognized. One of the limitations of "point-in-time studies" is their inability to yield data that reflects the perspective of long-term sociopolitical contexts. Perhaps a 10- or 20-year analysis of adult learning legislation would have identified periods of greater legislative activity in this area. For this reason, studies such as those conducted by Dr. S.V. Martorana of Pennsylvania State University, which periodically examine legislation affecting community and junior colleges, can be a valuable asset in attempting to gain a fuller picture of legislative trends as they relate to adult learners. If one can make any valid predictions based on an analysis of two years of legislation, it would be that future state legislated support of adult learning will continue to be couched within the context of serving other, more specific interest groups, such as targeted populations or professions. Education for education's sake or for the general good of society is on the wane as a guiding principle for policy makers. The fact that many states have not been willing to fund noncredit education is further testimony to this fact. Perhaps, private sector and institutional initiative will provide the impetus for greater state response to adult learning needs. In the meantime, states are moving cautiously. Efforts to meet the needs of adult learners will continue to be incremental and only supported when they show that the cost can be justified by the benefit.

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